

Report of the Head of Planning, Transportation and Regeneration

Address CLUB HOUSE, MIDDLESEX STADIUM BREAKSPEAR ROAD RUISLIP

Development: Creation of first floor level and raising of roof.

LBH Ref Nos: 17942/APP/2018/249

Drawing Nos: Design and Access Statemen
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Date Plans Received: 19/01/2018 **Date(s) of Amendment(s):** 26/01/2018

Date Application Valid: 30/01/2018 19/01/0018

1. **SUMMARY**

Planning permission is sought for the creation of a new first floor level which would involve raising the previously approved and extended roof by an additional 1.85 metres in height with the addition of no.7 dormer windows.

The proposal is considered to be an unacceptable development within the Green Belt and as such would be contrary to regional policies, local policies and the NPPF.

In addition the roof alterations and extensions would not appear as subordinate features and therefore would result in incongruous and disproportionate additions which would be detrimental to the architectural composition of the existing building and to the visual amenity of the street scene and the wider area.

The proposal is therefore unacceptable in principle and in design.

Highways are not satisfied that there has been an adequate and up to date assessment of the transport impacts. The Increased floorspace is considered likely to generate large traffic volumes and parking demand that would be detrimental to highway and pedestrian safety.

2. **RECOMMENDATION**

REFUSAL for the following reasons:

1 NON2 **Non Standard reason for refusal**

The proposed development represents inappropriate development within the Green Belt in terms of the guidance contained in the National Planning Policy Framework which is harmful by definition to its open character and appearance. Furthermore, there are no very special circumstances provided or which are evident which either singularly or cumulatively justify the development which would overcome the presumption against inappropriate development in the Green Belt. The development is therefore harmful to the Green Belt, contrary to the National Planning Policy Framework, Policy 7.16 of the London Plan (2016) and Policy OL1 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

2 NON2 **Non Standard reason for refusal**

The roof alterations and extensions, by reason of the size, scale, bulk, and design of the roof form including the addition of 7 dormer windows and raising the main ridge level, would not appear as subordinate features and therefore would result in incongruous and disproportionate additions which would be detrimental to the architectural composition of the existing building and to the visual amenity of the street scene and the wider area. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

3 NON2 Non Standard reason for refusal

The application has failed to provide an accurate assessment of transportation and parking impacts associated with the proposed development including trip generation, swept paths, car parking, coach parking, loading/unloading and servicing and as such fails demonstrate that it would not be detrimental to highway and pedestrian safety and the free flow of traffic contrary to policies AM2, AM7, AM9 and AM14 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012), and policies 6.3 and 6.13 of the London Plan (2016).

INFORMATIVES

1 I52 Compulsory Informative (1)

The decision to REFUSE planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2 I53 Compulsory Informative (2)

The decision to REFUSE planning permission has been taken having regard to the policies and proposals in the Hillingdon Unitary Development Plan Saved Policies (September 2007) as incorporated into the Hillingdon Local Plan (2012) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan - The Spatial Development Strategy for London consolidated with alterations since 2011 (2016) and national guidance.

AM7	Consideration of traffic generated by proposed developments.
AM14	New development and car parking standards.
BE13	New development must harmonise with the existing street scene.
BE15	Alterations and extensions to existing buildings
BE19	New development must improve or complement the character of the area.
BE20	Daylight and sunlight considerations.
BE21	Siting, bulk and proximity of new buildings/extensions.
BE22	Residential extensions/buildings of two or more storeys.
BE24	Requires new development to ensure adequate levels of privacy to neighbours.
BE38	Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
OE1	Protection of the character and amenities of surrounding properties

	and the local area
OE3	Buildings or uses likely to cause noise annoyance - mitigation measures
OL1	Green Belt - acceptable open land uses and restrictions on new development
OL2	Green Belt -landscaping improvements
OL4	Green Belt - replacement or extension of buildings
OL5	Development proposals adjacent to the Green Belt
R7	Provision of facilities which support arts, cultural and entertainment activities
R17	Use of planning obligations to supplement the provision of recreation leisure and community facilities
LPP 5.3	(2016) Sustainable design and construction
LPP 7.16	(2016) Green Belt
LPP 7.4	(2016) Local character
NPPF	National Planning Policy Framework

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In dealing with the application the Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies from the 'Saved' UDP 2007, Local Plan Part 1, Supplementary Planning Documents, Planning Briefs and other informal written guidance, as well as offering a full pre-application advice service.

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located on the North-Western side of Breakspear Road which forms part of an area of land that is bounded by Breakspear Road, Fine Bush Lane and Breakspear Road North. The site is home to Hillingdon Borough Football Club and is entirely within land designated as Green Belt land within the adopted Unitary Development Plan Saved Policies September 2007.

The site consists of a hardstanding car parking area (immediately adjacent to Breakspear Road); The Clubhouse, Sports Bar/Lounge (located approximately 55 m from Breakspear Road), the Football Ground (located approximately 65m from Breakspear Road), and an Astro turf pitch used for training (located approximately 105 m from Breakspear Road; and 100 m from Fine Bush Lane). The Astro turf pitch is at a slightly lower land level than Breakspear Road.

Vehicular and pedestrian access is taken from Breakspear Road and there is a car park between the back edge of the pavement and the club house and grandstand entrances.

3.2 Proposed Scheme

Planning permission is sought for the creation of a new first floor level which would involve raising the previously approved and extended roof by an additional 1.85 metres in ridge height with the addition of no.7 dormer windows.

It is asserted that the club has changed direction since the original planning permission was

granted and part implemented and has joined with a partnering company in order to provide a training academy. The supporting Planning Statement, states:

"The academy will require gym and fitness studios for physiotherapy and rehabilitation from sports injuries as well as classrooms and 1-2-1 teaching facilities more akin to a school environment. The new facilities would allow treatment, teaching and training opportunities to be offered to individuals and teams of various sizes right up to squad level. The application drawings show three new class rooms and a multi-function room together with a small kitchen and toilet facilities in the roof space to supplement the facilities to be provided in the approved extension. A lift is also proposed for people with mobility problems and the ground floor accommodation is proposed to be adjusted accordingly. The additional floorspace will be fully integrated with the previously approved floorspace. The new accommodation is aimed at meeting the modern requirement for an holistic athlete centric approach."

3.3 Relevant Planning History

17942/AA/99/1450 Hillingdon Borough Football Club, Breakspear Road Ruislip
Renewal of planning permission ref.17942R/94/984 dated 23/06/98; Retention of portable building for use as changing rooms

Decision: 16-09-1999 ALT

17942/APP/2000/2290 Hillingdon Borough Football Club, Breakspear Road Ruislip
RENEWAL OF PLANNING PERMISSION REF. 17942R/94/984 DATED 23/06/98; RETENTION OF PORTABLE BUILDING FOR USE AS CHANGING ROOMS

Decision: 09-05-2001 ALT

17942/APP/2001/990 Hillingdon Borough Football Club, Breakspear Road Ruislip
INSTALLATION OF 3 MICRO DISHES ON EXISTING MAST STRUCTURE AND REPLACEMENT EQUIPMENT CABIN OF LIKE SIZE TO EXISTING (CONSULTATION UNDER SCHEDULE 2, PART 24 OF THE TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT ORDER 1995)(AS AMENDED)

Decision: 15-01-2002 NFA

17942/APP/2002/2402 Hillingdon Borough Football Club, Breakspear Road Ruislip
INSTALLATION OF TELECOMMUNICATIONS STATION INCLUDING 5 METRE HIGH EXTENSION TO EXISTING 15 METRE HIGH TOWER, ADDITIONAL ANTENNA AND DISH WITH GROUND BASED EQUIPMENT

Decision: 13-06-2003 Approved

17942/APP/2003/646 Hillingdon Borough Football Club, Breakspear Road Ruislip
EXTENSION TO CLUBHOUSE, ERECTION OF A NEW TOILET BLOCK, LAYING OUT OF TWO ARTIFICIAL PLAYING FIELDS AND FIVE TURF PLAYING FIELDS, LANDSCAPING AND ASSOCIATED CAR PARKING AND VEHICULAR ACCESS

Decision: 05-09-2005 Approved

17942/APP/2004/2083 Hillingdon Borough Football Club, Breakspear Road Ruislip
INCREASE IN HEIGHT OF 6 FLOODLIGHTING MASTS TO ALL-WEATHER PITCH FROM 8 METRES TO 15 METRES

Decision: 25-01-2005 Approved

17942/APP/2005/1076 Hillingdon Borough Football Club, Breakspear Road Ruislip
DETAILS OF FLOODLIGHTS, LANDSCAPING, LANDSCAPE MAINTENANCE AND WILDLIFE MITIGATION IN COMPLIANCE WITH CONDITIONS 1,3, 5 & 6 OF PLANNING PERMISSION REF: 17942/APP/2004/2083 DATED 03/02/2005 'INCREASE IN HEIGHT OF 6 FLOODLIGHTING MASTS TO ALL WEATHER PITCH FROM 8 METRES TO 15 M'ETRES'

Decision: 02-08-2007 Approved

17942/APP/2006/2295 Hillingdon Borough Football Club, Breakspear Road Ruislip
VARIATION OF CONDITION 2 OF PLANNING PERMISSION REFERENCE 17942/APP/2004/2083, DATED 03/02/2005, TO ALLOW FOR USE OF ASTROTURF PITCH FLOODLIGHTS BETWEEN 0800 HOURS AND 2200 HOURS MONDAYS TO SATURDAYS; AND BETWEEN 0900 HOURS AND 2200 HOURS ON SUNDAYS/BANK HOLIDAYS

Decision: 27-01-2009 Approved

17942/APP/2007/2036 Hillingdon Borough Football Club, Breakspear Road Ruislip
Alterations to the north and south elevations of the clubhouse including the installation of 3 doors to the north elevation and 1 door to the south elevation.

Decision: 17-02-2012 NFA

17942/APP/2016/3158 Hillingdon Borough Football Club, Breakspear Road Ruislip
Installation of 3 x temporary changing room cabins.

Decision: 01-02-2017 Approved

17942/APP/2017/2084 Club House, Middlesex Stadium Breakspear Road Ruislip
Single storey building for use as changing rooms, involving demolition of existing outbuilding.

Decision: 23-08-2017 Approved

17942/APP/2017/2983 Club House, Middlesex Stadium Breakspear Road Ruislip
Variation of condition 4 (Approved Plans) of planning permission ref: 17942/APP/2003/646 dated 05/09/2005 to permit an extension to create habitable roofspace (Extension to clubhouse, erection of a new toilet block, laying out of two artificial playing fields and five turf playing fields, landscaping and associated car parking and vehicular access).

Decision: 16-10-2017 NFA

17942/C/83/0469 Hillingdon Borough Football Club, Breakspear Road Ruislip
Mixed dev. on 0.1300 hectares (full)

Decision: 07-07-1983 Approved

17942/D/84/0800 Hillingdon Borough Football Club, Breakspear Road Ruislip
Mixed dev. on 0.0200 hectares (full) (P)

Decision: 16-10-1984 Approved

17942/E/85/1264 Hillingdon Borough Football Club, Breakspear Road Ruislip
Application for radio masts, flagpoles etc (P)

Decision: 05-11-1985 Approved

17942/H/87/1909 Hillingdon Borough Football Club, Breakspear Road Ruislip
Use of clubhouse from 0900 to 1700 Mon-Fri as a

Decision: 11-01-1988 Approved

17942/L/92/0692 Ruislip Football Club Breakspear Road Ruislip
Installation of two omni aerials, two microwave dishes with associated equipment cabin
(Application for determination under Section 64 of the Act)

Decision: 01-05-1992 GPD

17942/M/92/0710 Ruislip Football Club Breakspear Road Ruislip
Erection of telecommunications tower to support two omni antennae and two microwave dishes

Decision: 18-09-1992 Refused

17942/N/92/1830 Hillingdon Borough Football Club, Breakspear Road Ruislip
Use of part of football club for Saturday car boot sale/market

Decision: 19-03-1993 Refused

17942/P/94/1014 Hillingdon Borough Football Club, Breakspear Road Ruislip
Repositioning of football pitch and floodlights (retrospective application)

Decision: 31-05-1995 Approved

17942/PRE/2007/26 Hillingdon Borough Football Club, Breakspear Road Ruislip
T P PRE - CORRES: REFURBISHMENT OF CLUBHOUSE

Decision:

17942/R/94/0984 Hillingdon Borough Football Club, Breakspear Road Ruislip
Retention of portable building for changing rooms

Decision: 23-06-1998 ALT

17942/S/95/1234 Hillingdon Borough Football Club, Breakspear Road Ruislip
Erection of extensions to the existing clubhouse and existing grandstands, one new grandstand, turnstiles and toilet block. Creation of three new playing fields (including one artificial pitch with floodlighting) and additional parking and landscaping. Widening of road outside football club to provide a right hand turn lane and creation of an in and out access (involving demolition of outbuildings)

Decision: 27-01-1999 Approved **Appeal:** 27-01-1999 Allowed

17942/Z/99/0579 Hillingdon Borough Football Club, Breakspear Road Ruislip
Installation of a 15 metre high telecommunications tower with an ancillary ground level equipment cabin (Consultation under Schedule 2, Part 24 of The Town and Country Planning (General Permitted Development) Order 1995)

Decision: 15-04-1999 Refused

Comment on Relevant Planning History

The site has an extensive planning history however the most relevant being the original permission relating to the extension to the existing clubhouse.

Following a "call-in" Public Inquiry the then Secretary of State for the Environment, Transport and the Regions granted conditional planning permission for "a clubhouse extension and new facilities, additional parking, new playing fields and landscaping" on the 27th January 1999. This decision was supplemented by a planning obligation under Section 106 of the Town and Country Planning Act 1990 (as amended). The permission allowed for an extension to the existing grandstand and clubhouse, a new grandstand, a detached toilet block, new turnstiles, an Astroturf pitch, new parking provision, a comprehensive landscaping scheme and highway widening.

Further detailed plans were approved for extension of the clubhouse in 2005. This permission has been implemented by the provision of the Astroturf pitch, the floodlighting and the landscaping. The permission remains extant.

17942/APP/2003/646 - Extension to clubhouse, erection of a new toilet block, laying out of two artificial playing fields and five turf playing fields, landscaping and associated car parking and vehicular access. Approved 05/09/05.

- This application has been implemented in that all the weather pitch has been built with associated flood prevention works agreed with the Environment Agency, the approval of the

landscape management plan and compliance with conditions 5, 6, 15 and 21 has been implemented.

17942/APP/2017/2084 - Single storey building for use as changing rooms, involving demolition of existing outbuilding. Approved August 2017.

17942/APP/2016/3158 - Installation of 3 x temporary changing room cabins. Granted temporary planning permission for 2 years.

17942/S/95/1234 - Erection of extensions to the existing clubhouse and existing grandstands, one new grandstand, turnstiles and toilet block. Creation of three new playing fields (including one artificial pitch with floodlighting) and additional parking and landscaping. Widening of road outside football club to provide a right hand turn lane and creation of an in and out access (involving demolition of outbuildings). Approved 37/01/1999.

17942/R/94/0984 - Retention of portable building for changing rooms. Approved 23/06/1999

4. Planning Policies and Standards

UDP / LDF Designation and London Plan

The following UDP Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

Part 2 Policies:

- AM7 Consideration of traffic generated by proposed developments.
- AM14 New development and car parking standards.
- BE13 New development must harmonise with the existing street scene.
- BE15 Alterations and extensions to existing buildings
- BE19 New development must improve or complement the character of the area.
- BE20 Daylight and sunlight considerations.
- BE21 Siting, bulk and proximity of new buildings/extensions.
- BE22 Residential extensions/buildings of two or more storeys.

- BE24 Requires new development to ensure adequate levels of privacy to neighbours.
- BE38 Retention of topographical and landscape features and provision of new planting and landscaping in development proposals.
- OE1 Protection of the character and amenities of surrounding properties and the local area
- OE3 Buildings or uses likely to cause noise annoyance - mitigation measures
- OL1 Green Belt - acceptable open land uses and restrictions on new development
- OL2 Green Belt -landscaping improvements
- OL4 Green Belt - replacement or extension of buildings

OL5	Development proposals adjacent to the Green Belt
R7	Provision of facilities which support arts, cultural and entertainment activities
R17	Use of planning obligations to supplement the provision of recreation, leisure and community facilities
LPP 5.3	(2016) Sustainable design and construction
LPP 7.16	(2016) Green Belt
LPP 7.4	(2016) Local character
NPPF	National Planning Policy Framework

5. Advertisement and Site Notice

- 5.1** Advertisement Expiry Date:- Not applicable
- 5.2** Site Notice Expiry Date:- Not applicable

6. Consultations

External Consultees

17 neighbouring properties and the Ruislip Residents Association were consulted on 01.02.2018 and the site notice was displayed to the front of the site on 02.02.2018. Following concerns raised by a local resident that there was a delay in receiving the initial notification, the consultation period was extended for an additional 14 days.

The Ward Councillor has requested that this be heard at Committee.

Ruislip Residents Association have commented, stating:

" It appears that this proposal is to increase the roof height from that already approved to allow for the construction of additional floorspace in the new roof area. This is to provide classroom and other facilities to run a sport academy on the site. Whilst the provision of additional sport facilities in the area is constructive we trust that officers will give due consideration to any increase in vehicle movement, adequacy of car parking and the impact of the increased height of the amended proposal on the skyline when viewed from all directions. We trust that our views will be taken into account in the planning decision."

In addition there have been a total of seven objections received which can be summarised as:

- The footprint of the proposed extension is more than double that of the existing building, this would not be allowed for a dwelling.
- There is no getting away from the fact this is a commercial development on the Green Belt.
- Concern of precedent for future applications.
- Our house is only 20 Meters or so from the entrance / exit. (the entrance under the new scheme) we would inevitably be adversely affected by the increase in traffic and the associated noise as would many of our neighbours this would be all year round and not just during the football season.
- Very concerned about the proposed work and impact on the neighbourhood.
- Object strongly to this application as there is already an issue with excessive noise from the clubhouse on most weekends.
- Already experienced excessive noise issues from the clubhouse, we are very concerned that this proposed extension will allow an increase in functions being held in the additional space therefore creating unacceptable noise levels in a residential area, additional litter, unacceptable behaviour towards residents' property from people dispersing after a function.

- Object due to existing breaches of licensing regulations that have taken place at around 4 am on the morning of 17 September 2017, patrons of The Clubhouse created a great deal of noise and disturbance when leaving the venue. The disturbances arose due the venue being open after its licensed hours. We are concerned that such breaches would become more common were the proposed development allowed to take place at the Stadium
- Increased traffic will create issues with traffic flow and put a strain on the local road infrastructure.
- We do not think that this site is an appropriate space for such a large scale development to be approved.
- Increased volume of traffic during rush hour and unsociable hours.
- Increased pollution levels for residence.
- Inevitable, increased use of the floodlighting.
- Increased noise pollution due to the venue becoming more popular and busier.
- More litter strewn across our driveways.
- Our road and pavements have currently poor upkeep as it is (given how much the road is used) this new plan if agreed, will only worsen these issues- potholes etc.
- House values will decrease significantly as this site would likely put off potential buyers.
- Risks that drunk and disorderliness outside our properties (houses and vehicles) will arise and who is liable for damage? Not to mention policing these issues down a residential road.
- No guarantee that this site will not eventually get converted into a nightclub.
- Concerned about the additional strain this proposed extended business will put on the area not to mention additional disturbance and pollution this will bring.
- It is almost impossible to cross the road safely from the bus stop on the Club House to the other side.
- If you walk down the Hillingdon Trail the view will be obliterated by the proposed new building which is of a scale nearly twice the size of the original building and much taller. This is totally out of keeping with the local green belt area.
- Hillingdon council has spent time and money making the trail accessible and has installed new gates and paths, to promote more people to explore the green spaces. The Green belt is precious to the borough and should be protected at all costs.
- Since the new family have been in charge of the club they have repeatedly come up with ideas to maximise their income, regardless of the impact on local residents or the surrounding area.

Officer comment; Increases or decreases in property values are not a material planning consideration, nor are breaches of licencing conditions.

Internal Consultees

Objection has been raised by highways due to the failure to provide any supporting information in regards to the proposed use and the potential traffic/trips this would generate.

Highways Officer Comments:

Site Characteristics:

The site is designated as Green Belt land and is bounded by Breakspear Roads - North and South (both designated as a 'Classified' in Hillingdon's road hierarchy) and Fine Bush Lane.

The site is occupied by the Hillingdon Borough Football Club and incorporates a clubhouse building, a grand stand and both grass and artificial turf football pitches.

The vehicular access/egress taken from Breakspear Road South is established and proposed to remain unaltered.

Background:

There is a part implemented extant planning permission - 17942/APP/2003/646 which consists of an

'EXTENSION TO CLUBHOUSE, ERECTION OF A NEW TOILET BLOCK, LAYING OUT OF TWO ARTIFICIAL PLAYING FIELDS AND FIVE TURF PLAYING FIELDS, LANDSCAPING AND ASSOCIATED CAR PARKING AND VEHICULAR ACCESS'.

This current application is proposing an increase to the scale of the 2003 permission by creating an additional floor which would be fully integrated within the designs of the extant permission. The additional floor is proposed to contain new sports class rooms, a multi-function room and kitchen/toilet facilities.

Within the Planning Statement the applicant states that 'no significant changes are anticipated in relation to the frequency and intensity of use of the site'. However there has been no evidence submitted to verify this statement with particular reference to the absence of a transport/highways appraisal which is required and should include an assessment of likely impacts on the public highway with a demonstration of the adequacy of on-site parking provisions. Details of expected frequencies and intensity would form part of this appraisal thereby allowing the Highway Authority to make an informed decision on the proposal.

Any prior transport appraisal undertaken for the 2003 consent is inadmissible owing to the evolution of national, regional and local transport/planning policies and increase in baseline traffic flows on the highway network since that period. In the absence of any evidence to the contrary it is considered that the increased floorspace, if used for functions, could result in large volumes of traffic and parking demand. This would have a detrimental impact on the free flow of traffic and on pedestrian safety.

Conclusion:

In the absence of an extant transport appraisal, the application cannot be determined on transport/highway grounds and is therefore considered contrary to policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3 and 6.13 of the London Plan (2016). A highways refusal on this basis is therefore recommended.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The application site is within the Metropolitan Green Belt.

The NPPF states the fundamental aim of Green Belt Policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and permanence. The Green Belt serves five purposes:

- i. to check the unrestricted sprawl of large built-up areas.
- ii. to prevent neighbouring towns merging into one another.
- iii. to assist in safeguarding the countryside from encroachment.
- iv. to preserve the setting and special character of historic towns.
- v. to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

As with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

A local planning authority should regard the construction of new buildings as inappropriate in

Green Belt. Exceptions to this are:

- i. buildings for agriculture and forestry
- ii. provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it
- iii. the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building
- iv. the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces
- v. limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan
- vi. limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.

The London Plan strongly supports the protection, promotion and enhancement of London's open spaces and natural environments. Policy 7.16: Green Belt states that in terms of planning decisions:

"The strongest protection should be given to London's Green Belt, in accordance with national guidance. Inappropriate development should be refused, except in very special circumstances. Development will be supported if it is appropriate and helps secure the objectives of improving the Green Belt as set out in national guidance".

In terms of local policy, Part 1 of the Local Plan continues to give strong protection to Green Belt land. The relevant policy in the Local Plan is EM2 which makes clear that:

"The Council will seek to maintain the current extent...of the Green Belt". "Any proposals for development in the Green Belt and Metropolitan Open Land will be assessed against national and London Plan policies, including the very special circumstances test".

The policies of Part 2 of the Hillingdon Local Plan - Unitary Development Plan Saved Policies are also relevant. Planning policy on Green Belt land is set out at Policies OL1, OL2 and OL4. These policies give strong emphasis to not normally permitting new building/uses in the Green Belt, reflecting overarching national and London wide policies.

Of particular relevance is Saved Policy OL1 of the Hillingdon Local Plan Part 2, which endorses both national and London Plan guidance. Policy OL1 states 'Within the Green Belt, as defined on the Proposals Map, the following predominantly open land uses will be acceptable:

- Agriculture, horticulture, forestry and nature conservation;
- Open air recreational facilities;
- Cemeteries.

The Local Planning Authority will not grant planning permission for new buildings or for changes of use of existing land and buildings, other than for purposes essential for and associated with the uses specified at (i), (ii) and (iii) above. The number and scale of buildings permitted will be kept to a minimum in order to protect the visual amenity of the Green Belt'.

The proposed development by definition would be inappropriate development in the Green Belt and should not be approved except in very special circumstances. No indication has been given for the compelling need for the development or cited any very special circumstances.

The current application asserts the Inspector's decision 18 years ago remain valid in the current proposals and so they submit that the principle of very special circumstances has been established. Furthermore they also assert that the proposal is considered to be consistent with Paragraph 89 of the NPPF which references proportionate increase to existing buildings. It is claimed 'the proposed changes at roof level are considered to be proportionate'.

Openness is an essential characteristic of the Green Belt. The proposal would involve the creation of a new first floor level which would involve raising the previously approved and extended roof by an additional 1.85 metres in ridge height with the addition of no.7 dormer windows, all of which would be well above the height of the existing clubhouse. This would also create an additional 360 square metres above the already approved scheme. It is clearly evident that this would be significantly larger in height to the original building and that previously approved. This therefore results in "disproportionate additions over and above the size of the original building" and would be "materially larger". The proposal would be considered as a bulky and visually intrusive addition to the detriment of the openness of the Green Belt. The proposal is considered to be an unacceptable development within the Green Belt and as such would be contrary to regional policies, local policies and the NPPF and unacceptable in principle.

7.02 Density of the proposed development

Not applicable to this type of development.

7.03 Impact on archaeology/CAs/LBs or Areas of Special Character

Not applicable to this type of development.

7.04 Airport safeguarding

Not applicable to this type of development.

7.05 Impact on the green belt

Hillingdon Local Plan policy OL1 defines the types of development considered acceptable within the Green Belt. These are predominantly open land uses including agriculture, horticulture, forestry, nature conservation, open air recreational activities and cemeteries. It states that planning permission will not be granted for new buildings or changes of use of existing land or buildings which do not fall within these uses.

Policy OL2 states that, where development proposals are acceptable within the Green Belt, in accordance with Policy OL1, the Local Planning Authority will seek comprehensive landscaping improvements to enhance the visual amenity of the Green Belt.

London Plan policy 7.16 reaffirms that the "strongest protection" should be given to London's Green Belt, in accordance with national guidance, and emphasises that inappropriate development should be refused, except in very special circumstances.

The NPPF reiterates at paragraph 87 that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. At paragraph 88 it states that:

"When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will

not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations".

This is achieved by resisting inappropriate development which by definition is harmful to the Green Belt. Furthermore, Policy OL4 states that the replacement or extension of buildings within the Green Belt will only be acceptable where they do not result in a disproportionate change in the bulk and character of the original buildings, and the development would not injure the visual amenities of the Green Belt by reason of siting, design or activities generated. This objective is broadly reiterated in paragraph 89 of the NPPF.

It should be noted that the original planning permission related to a L- shaped addition which was not only single storey but set below the ridge height of the existing clubhouse. This proposal would now involve the creation of a new first floor level which would involve raising the previously approved and extended roof by an additional 1.85 metres in ridge height with the addition of no.7 dormer windows, all of which would be well above the height of the existing clubhouse. This would also create an additional 360 square metres above the already approved scheme. It is clearly evident that this would be significantly larger in overall footprint and height to the original building. This therefore results in "disproportionate additions over and above the size of the original building" and would be "materially larger". The proposal would be considered as a bulky and visually intrusive addition to the detriment of the openness of the Green Belt. The proposal is considered to be an unacceptable development within the Green Belt.

The proposal would therefore have an unacceptable impact upon the visual amenity of the locality and the Green Belt. As such, it would be in conflict with Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) and Policies BE13, BE19 and OL4 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012).

7.07 Impact on the character & appearance of the area

Any proposal would need to accord with the design policies set out within the Built Environment section of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) and relevant design standards contained within the Supplementary Planning Document (SPD) HDAS: Residential Layouts.

Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012) requires all new development to maintain the quality of the built environment including providing high quality urban design. Furthermore Policies BE13 and BE15 of the Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) resist any development which would fail to harmonise with the existing street scene or would fail to safeguard the design of the existing.

The NPPF (2012) notes the importance of achieving design which is appropriate to its context stating that 'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'

Whilst it proposed to finish the development in similar materials to the existing club house, the proposal would result in a significant increase in size, scale, bulk and height.

The roof alterations and extensions, by reason of the size, scale, bulk, and design of the roof form including the addition of 7 dormer windows and raising the main ridge level, would not

appear as subordinate features and therefore would result in incongruous and disproportionate additions which would be detrimental to the architectural composition of the existing building and to the visual amenity of the street scene and the wider area. The proposal would therefore be contrary to Policy BE1 of the Hillingdon Local Plan: Part One - Strategic Policies (November 2012), Policies BE13, BE15 and BE19 of the Hillingdon Local Plan: Part Two - Unitary Development Plan Saved Policies (November 2012) and the adopted Supplementary Planning Document HDAS: Residential Extensions.

7.08 Impact on neighbours

The Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012) seeks to safeguard the amenities of neighbouring residents in a number of ways. The effect of the siting, bulk and proximity of a new building on the outlook and residential amenity of these adjoining occupiers are considered under Policy BE20, whilst potential impacts on daylight/sunlight (Policy BE21) and privacy (Policy BE24) are also assessed.

The nearest residential property would be located approximately 40 m away to the South East of the application site. Given this distance and existing trees and planting which would significantly screen views of the building, on balance, it is not considered that the scheme would have any significant additional adverse impact on residential amenity.

7.09 Living conditions for future occupiers

Not applicable to this site.

7.10 Traffic impact, car/cycle parking, pedestrian safety

Objection has been raised by highways due to the failure to provide any supporting information in regards to the proposed use and the potential traffic/trips this would generate.

Highways Officer Comments:

Site Characteristics:

The site is designated as Green Belt land and is bounded by Breakspear Roads - North and South (both designated as a 'Classified' in Hillingdon's road hierarchy) and Fine Bush Lane. The site is occupied by the Hillingdon Borough Football Club and incorporates a clubhouse building, a grand stand and both grass and artificial turf football pitches.

The vehicular access/egress taken from Breakspear Road South is established and proposed to remain unaltered.

Background:

There is a part implemented extant planning permission - 17942/APP/2003/646. This current application is proposing an increase to the scale of the 2003 permission by creating an additional floor which would be fully integrated within the designs of the extant permission. The additional floor is proposed to contain new sports class rooms, a multi-function room and kitchen/toilet facilities.

Within the Planning Statement the applicant states that 'no significant changes are anticipated in relation to the frequency and intensity of use of the site'. However there has been no evidence submitted to verify this statement with particular reference to the absence of a transport/highways appraisal which is required and should include an assessment of likely impacts on the public highway with a demonstration of the adequacy of on-site parking provisions. Details of expected frequencies and intensity would form part of this appraisal thereby allowing the Highway Authority to make an informed decision on the proposal.

Any prior transport appraisal undertaken for the 2003 consent is inadmissible owing to the

evolution of national, regional and local transport/planning policies and increase in baseline traffic flows on the highway network since that period.

In the absence of any evidence to the contrary it is considered that the increased floorspace, if used for functions, could result in large volumes of traffic and parking demand. This would have a detrimental impact on the free flow of traffic and on pedestrian safety.

In the absence of an extant transport appraisal, the application cannot be determined on transport/highway grounds and is therefore considered contrary to policies AM2, AM7 and AM14 of the Development Plan (2012) and policies 6.3 and 6.13 of the London Plan (2016). A highways refusal on this basis is therefore recommended.

7.11 Urban design, access and security

The existing arrangements for access and security would remain in place.

7.12 Disabled access

The existing arrangements for access would remain in place.

It is noted that the proposal would involve the addition of an internal staircase and lift.

7.13 Provision of affordable & special needs housing

Not applicable to this site.

7.14 Trees, Landscaping and Ecology

There are no trees that would be affected by the proposal.

7.15 Sustainable waste management

Not applicable to this site.

7.16 Renewable energy / Sustainability

Not applicable to this site.

7.17 Flooding or Drainage Issues

Not applicable to this site.

7.18 Noise or Air Quality Issues

Not applicable to this site.

7.19 Comments on Public Consultations

None.

7.20 Planning Obligations

Not applicable as this is recommended for refusal.

The previous planning permission had a s.106 Agreement which is as yet to be formalised and agreed.

7.21 Expediency of enforcement action

Not applicable to this site.

7.22 Other Issues

Had the application been approved there would have been a CIL liability, presently calculated as follows;

LBH CIL £0

London Mayoral CIL £17,292.20

Total £17,292.20

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probitry in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

The proposal is considered to be an unacceptable development within the Green Belt and as such would be contrary to regional policies, local policies and the NPPF.

In addition the roof alterations and extensions would not appear as subordinate features and therefore would result in incongruous and disproportionate additions which would be detrimental to the architectural composition of the existing building and to the visual amenity of the street scene and the wider area.

The applicant has not provided a transport assessment and thus has failed to demonstrate that the development would not have a detrimental impact on the highway.

The proposal is therefore unacceptable.

11. Reference Documents

Hillingdon Local Plan: Part One - Strategic Policies (November 2012)

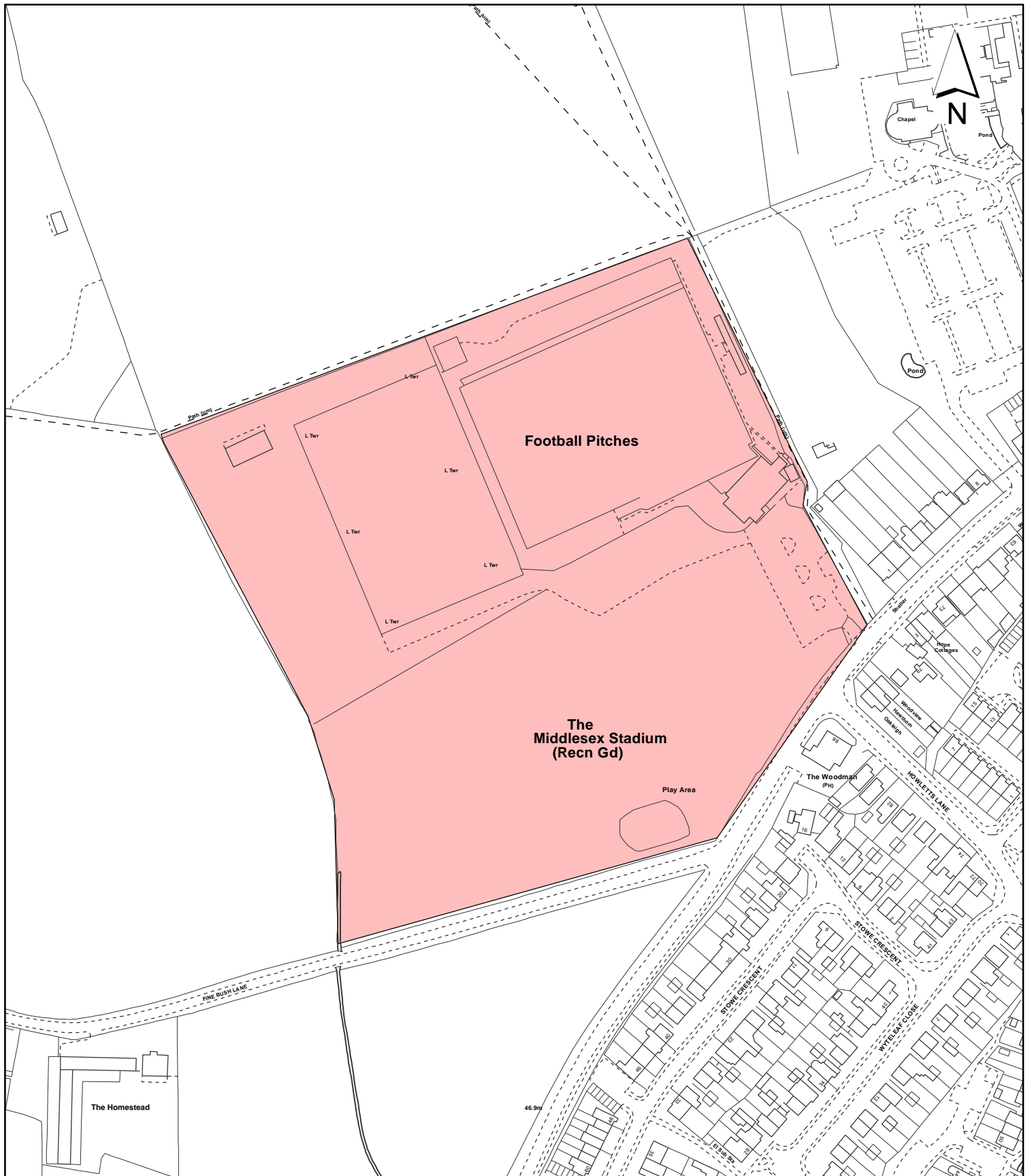
Hillingdon Local Plan: Part Two - Saved UDP Policies (November 2012)

The London Plan (2016)

National Planning Policy Framework

Contact Officer: Hardeep Ryatt

Telephone No: 01895 250230



Notes:

 Site boundary

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Site Address:

**Club House
Middlesex Stadium**

Planning Application Ref:
17942/APP/2018/249

Planning Committee:
North

Scale:
1:2,500

Date:
May 2018

**LONDON BOROUGH
OF HILLINGDON**
 Residents Services
 Planning Section
 Civic Centre, Uxbridge, Middx. UB8 1UW
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